DOCUMENT RESUME

ED 233 218 CE 036 755

AUTHOR	Woodin, Ralph J.
TITLE	Vocational Education in Correctional Institutions in Ohio.
INSTITUTION	Ohio State Advisory Council for Vocational Education, Columbus.
PUB DATE	83
NOTE	32p.; Digest of an earlier study by the same author.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	Adolescents; Adults; *Correctional Education; Criminals; Curriculum; *Delinquent Rehabilitation; *Educational Needs; Educational Planning; *Educational Policy; Futures (of Society); Inservice Teacher Education; Institutionalized Persons; Prisoners; *Vocational Education; Vocational Rehabilitation
IDENTIFIERS	*Ohio

ABSTRACT

This study of vocational education in Ohio correctional institutions seeks to determine the progress that has been made in the past decade, identify conditions that affect future directions for this educational effort, and make recommendations for further development of the program. The study examines vocational education for juvenile correctional institutions in Ohio to observe programs, facilities, teachers, and students. During these visits, structured interviews were held with at least two teachers, a principal, and the general superintendent. In addition, information was collected from personnel in the State Department of Education, the Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and some faculty members from the College of Vocational-Technical Education at The Ohio State University. The study found that progress has been made in the past decade, but that much more effort is needed. It predicted that vocational education for Ohio offenders may take several new directions during the next 5 years because of changes in ways of dealing with offenders during a period of limited financial resources. The best solution seems to be in a strategy that calls for the use of vocational education where it can be most effective--especially in juvenile crime prevention. Although a good start has been made, progress needed is shown by these statistics: adult male offenders have 51 teachers for 17,065 incarcerated; adult females have eight teachers for 979 incarcerated; and juveniles have 15 teachers for 1,823 incarcerated. Specific recommendations were made to state agencies and to administrators and teachers at correctional facilities. (KC)

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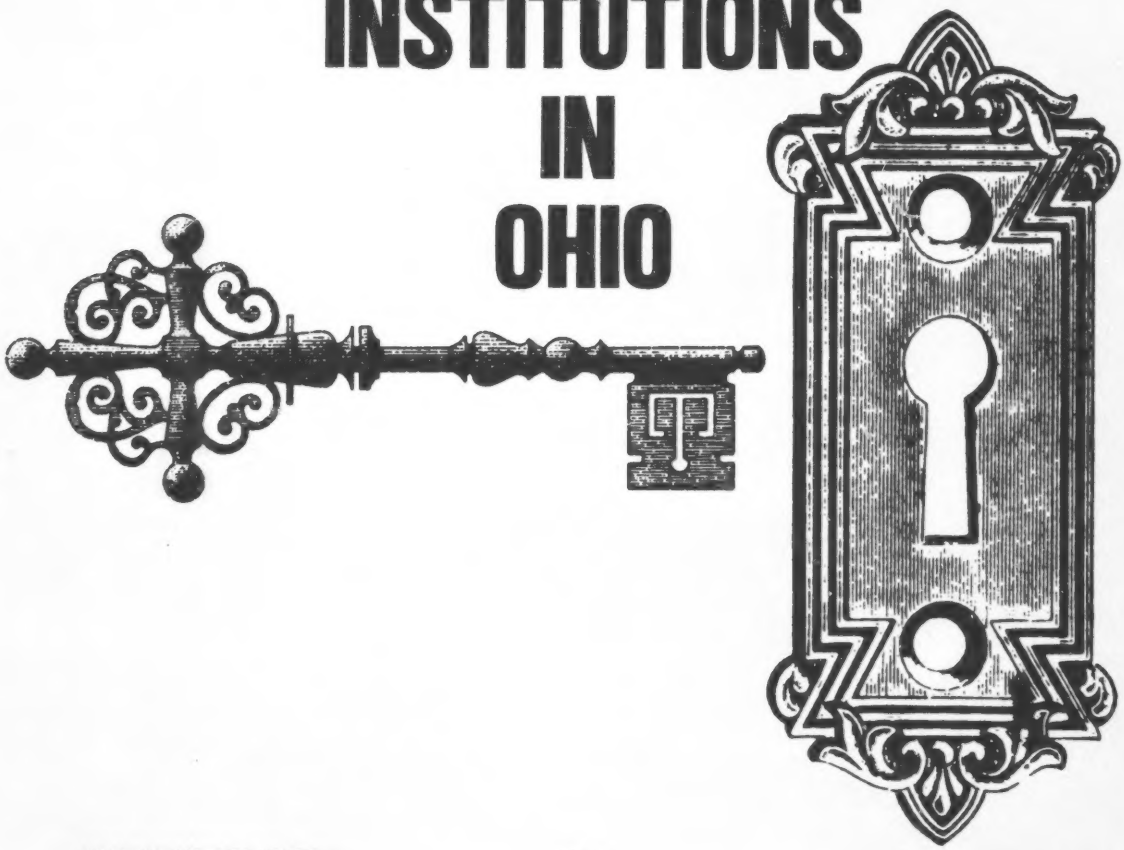
VOCATIONAL EDUCATION IN CORRECTIONAL INSTITUTIONS IN OHIO



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The Ohio Advisory Council for Vocational Education 1982-1983

The Ohio Advisory Council is an agency, separate from the State Board of Education, composed of twenty-three concerned citizens. It is dedicated to the concept that investment in human resources through vocational education is vital to our economy.

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Foreword

Crime growth -- a national crisis -- places the Nation's future at risk.

This study is directed to the potential of a vast expansion of comprehensive vocational education as a force in human rehabilitation in the area of Corrections in Ohio.

The massive decisions in a period of transition include federal court rulings governing the housing of offenders, debate over the treatment processes, and a new urgency for improved processes of rehabilitation.

The initial investment may appear costly; the return may be a truly gigantic bargain. Reduction in recidivism, improved family life, enhanced productivity, decrease in welfare costs, safer streets/homes and strengthening national defense are some of the apparent benefits. An improved socio-economic structure, resulting in contributors rather than drainers of taxation, is no minor matter.

The very limited rehabilitative assistance is evidenced by the fact that there were only 69 vocational teachers for an incarcerated population of 19,872 juveniles, adult males and females, as of June, 1983.

This publication is a digest of a study conducted by Dr. Ralph J. Woodin, former Professor at The Ohio State University and former Chairman of the Department of Vocational Education at the University of Tennessee.

E. W. Kavanagh
E. W. Kavanagh
Chairperson

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Executive Director

Nature of the Study

This study of vocational education in Ohio correctional institutions seeks to determine the progress that has been made in the past decade, identify conditions which affect future directions for this educational effort and make recommendations for further development of the program. Such a study is especially timely as Ohio's population of offenders is increasing and new facilities are to be continued. The study examines vocational education for juvenile as well as adult offenders.

Research Questions

The research questions to which answers were sought are as follows:

(1) To identify important trends in correctional education in Ohio during the decade from 1972 to 1982 and their implications for vocational education for offenders.

(2) To identify the number and kinds of incarcerated persons and especially those who have pressing needs for vocational education as a part of their rehabilitation.

(3) To determine trends in the sentencing and treatment of offenders in Ohio which may influence their need for job training.

(4) To identify changes in the current economic situation which should influence future vocational offerings for offenders.

(5) To determine possible improvements to be made in the following areas:
   a) Curriculum and Instruction
   b) Student services
   c) Staff development
   d) Organization and administration
   e) Physical plant, equipment and supplies

Procedures

Visits were made to six adult and six juvenile correctional institutions in Ohio to observe programs, facilities, teachers and students. During these visits, structured interviews were held with at least two teachers, one principal and the general superintendent. Following the interviews an instrument was developed to obtain additional information from teachers, vocational supervisors and principals for both juvenile and adult programs. This questionnaire was based on standards for vocational education programs in correctional institutions which had been developed by The National Center for Research in Vocational Education. Meetings were then held with a group of 15 teachers in adult correctional institutions and with the principals in all adult and juvenile

institutions. Structured interviews, many of which were tape recorded, were also held with personnel in the State Department of Education, the Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and selected faculty members of Vocational-Technical Education at The Ohio State University.

Site visits to these juvenile and adult institutions were made during November, December and January of 1982-83. During this same period a review of pertinent literature was made utilizing the libraries at The Ohio State University including The National Center for Research in Vocational Education.

In arriving at implications and recommendations, the author followed the standards developed by the National Study of Education in Corrections Institutions. Each recommendation was based in part on the data collected from other studies and from interviews and observations by the author.

The Current Situation

Crime as a National Problem

Crime is one of the most serious domestic problems of the United States. Over ten million arrests were made in 1980 which represented a 41.7% increase over 1971.[1] During the decade of the seventies crime increased at the rate of 4.2% per year.

The national crime rate was 5,899.9 per 100,000 of population in 1980 and it was most serious in cities of over 250,000 which had an average total of 9,042 crimes per 100,000 population. Crime was also prevalent in the suburbs which reported 5,005 per 100,000 and even in rural areas which reported 2,403 crimes per 100,000 of population.

The following are statements which show the importance of crime in the nation.[2] One-fourth of all households in the United States were victimized by crime last year according to a recent Gallup Poll. About six crimes are committed each year for every 100 Americans, the highest crime rate in the Western World. One of every 150 registered automobiles was stolen last year and burglaries amounted to losses of approximately three and a half billion dollars.

Crime exacts a psychological toll as well as an economic one. The Gallup Poll found that 48% of respondents feared walking at night in their areas. Many live in fear each day which is a constant blight on their lives.

Crime in Ohio

Crime is likewise a serious problem in Ohio where over 17,000 persons were incarcerated in adult correctional institutions in 1982 as well as an additional 3,592 youth in juvenile institutions.[3] The rising crime rate in Ohio is indicated by a rise in the adult prison population from 8,992 in 1972 to over 17,000 in 1983.

Recent efforts to combat crime in Ohio have included new legislation calling for stiffer penalties, longer sentences and mandatory sentencing which is resulting in a further increase in the population of Ohio's crowded correctional institutions. Another approach has been the addition of personnel for law enforcement in many communities. Columbus reported 1,285 law enforcement employees in 1980, an increase of 6.8% over the previous year.

The increase in crime has required rapidly expanding correctional facilities in the state. The seriousness of prison problems in Ohio is underscored in this article which appeared in the January 5th, 1983 edition of The Columbus Dispatch.[4]

> State Corrections Director George Denton says that the Ohio penal system "is nearing a state of crisis" and has recommended the conversion of five mental health institutions to prisons. Our prison population continues to grow at an alarming rate. Denton said in a letter to Governor-Elect Richard F. Celeste, "We have more than doubled our population in the past eight years and project that the current figure of 17,000 will increase to 21,820 by the end of 1984." Denton says that although the Ohio General Assembly has approved a 500 million dollar prison construction program, new facilities could be too little and too late.

Because of overcrowding in Ohio's prisons, the state is under an order from the Federal Court to build additional facilities and a long-range plan for building has been developed. Crowding is almost as serious in Ohio's juvenile institutions.

The cost per adult inmate in Ohio correctional institutions in 1980 was $7,223 for operating expenses alone not including the capital costs.[5] The cost of building new correctional institutions is estimated at $50,000 per cell.

Education for Ohio Offenders

During the past decade education for inmates in Ohio correctional institutions has been improved and expanded. Both juvenile and adult offenders have been given a wider variety of higher quality educational opportunities. Enrollments have expanded in basic and remedial elementary and in secondary education, academic education for high school completion, post high school level technical education and college level programs. Vocational education has become an important part of the educational offerings at the high school and post high school technical levels.

Recognizing the importance of education as a means of fitting offenders for productive roles in society upon their release, the State Department of Education in 1973 chartered a special purpose school district, "The Ohio Central School System," charged with organizing and administering educational programs in adult correctional institutions. A similar administrative mechanism was developed for juvenile correctional institutions.

Vocational education was recognized as an important need on the part of many offenders, most of whom had little preparation for productive jobs upon their release. The Division of Vocational Education provided advisory assistance to correctional institutions similar to the offer to any school system in Ohio. Teachers were selected and prepared, shops and laboratories were equipped, curriculum developed and the new programs were supervised and evaluated. By 1982 the vocational education program was operating in nine adult and four juvenile correctional institutions.[6] A total of 1,594 adult inmates were enrolled in 20 different vocational areas ranging from Auto Body Repair to Cosmetology and Welding.

Advisory Council Concerns

The Ohio Advisory Council in its 1982 Annual Report, Revitalizing the Economy,[7] stated that the corrections study should investigate..."the extent and nature of the

population incarcerated and the programs of vocational education provided...." Recommendations by the Council as to further improvements and developments were anticipated as this study was undertaken.

The Rationale for Vocational Education for Offenders

Punishment vs. Reintegration

In recent years the trend in the treatment of offenders in correctional institutions has been toward reintegration in society as compared to earlier approaches which featured "reformation" or "rehabilitation". In this approach an attempt is made to gradually move the individual back into society through linkage of the correctional institution and community based activities.

An important aspect of the reintegration of both adult and juvenile offenders in Ohio has been through further education and, especially for as many as possible, preparation for work through vocational education. The rationale for offering vocational education in correctional institutions has been that most offenders will return to a life of crime after completing their sentences unless they are able to find and hold a satisfactory job. Vocational education seeks to prepare the inmate for a useful and realistic occupation during his incarceration.

The Decarceration Approach

While many authorities continue to support the concept of reintegration of the offender into society upon release, a new approach called decarceration is advocated by some authorities in penal education. In this approach various alternatives to prison are used. Devotees of this approach such as Jerome Miller of the National Center on Institutions and Alternatives suggests that wherever possible the court should seek creative sentences, tailored to individual defendants, that rely less heavily on imprisonment.

Black states that decarceration is based on the premise that putting a person in prison is almost certain to turn the individual into a meaner, tougher, less remorseful

criminal and that whatever ability the offender may have had to function in free society, a prison sentence will only diminish that ability.[8]

In this approach vocational education would play a different role from that of offering it only to inmates. Such an approach could call for the enrollment of persons in public vocational programs when they are paroled or in lieu of being sentenced to a correctional institution. It would require much counseling on the part of the vocational teacher. Many of these offenders could be enrolled in existing classes but special individualized follow-up might be required where a teacher of vocational education might work with four to six parolees counseling with them almost daily on their progress in learning a vocational skill on the job.

Generally it would seem that those engaged in penal education in Ohio, including vocational educators, are strongly committed to the idea that a majority of offenders will be reformed and that rehabilitation can be accomplished in the institutional setting.

The Current Emphasis on Correctional Education

The nation's commitment to education in correctional institutions is summed up by Dr. Terrell H. Bell, (U.S. Secretary of Education), who makes this statement:[9]

> First, as an educator, I believe that education is neither a frill nor a privilege reserved for the few or the truly deserving. We must ensure that those who wish to improve their education and prepare for a life of honest work, have the opportunity to do so. Education must not stop at the prison gates; for some, that may even be where it can begin. We must build on the assumption that not even in prison have we exhausted the resources that might work, that might make a change.
>
> We must make sure that incarceration is a sentence to temporary loss of freedom; not a sentence to lifelong ignorance, unemployment, poverty, and crime. Correctional education can be the way out; we must give it our support.

Chief Justice Warren A. Burger of the U.S. Supreme Court is quoted in an editorial as saying that every correctional institution should be a school and a factory with fences.[10] Burger makes this statement:

> Archaic attitudes and obsolete statutes limiting the sale and transportation of prison made goods must be changed or we will continue the melancholy business of releasing inmates less fit to resume private life than before conviction. Not all but many prison inmates can be motivated by training and by being active in productive work to help pay the costs of incarceration.

Burger points out the need for a relationship between vocational education and work experience within the penal institution which can do much to prepare the inmate for productive work upon release.

The importance of vocational education as a means of preparing offenders for productive lives continues to be emphasized regardless of the changes in the treatment of offenders. It is recognized that basic education is fundamental to the success of vocational education.

A Decade of Progress

One of the most important developments in education in Ohio penal institutions came on April 9, 1973 with the chartering by the Ohio Department of Education of a special purpose school district. This new district was called The Ohio Central School System and it was given the responsibility of developing several types and levels of education in the adult penal system in Ohio. The goal of this program was to bring about the fullest possible development of each inmate's potential to the end that they might be able to successfully participate in the cultural, political, social, and economical affairs of contemporary society.

Ohio's Special Purpose School District

This school district was organized as a part of the recommendations of a nine-member consultant team of educators who had studied and evaluated the existing program of education in Ohio's adult penal institutions. The team included specialists in various fields of education including vocational education.

The panel recommended the chartering of a special purpose school district for implementing and administering new and expanded programs of education which would provide the several types needed. These educational efforts, implemented under the

charter, included basic remedial elementary and secondary education, academic education necessary for the completion of high school, post high school level technical education and college degree level programs. Vocational education became an important component for the secondary and technical education offerings.

Inmates in Ohio Correctional Institutions

Table 1 shows the number of inmates in Ohio adult and juvenile correctional institutions. There are nearly ten times as many adult inmates as juveniles. Women inmates make up 800 of the total of 14,400. Of these numbers it is estimated that 98% will be released at some time, the average stay in the institution being less than two years.

Correctional administrators in Ohio see vocational education as being of special benefit to the inmates who are between the ages of 18 and 30. Many of this group have an eighth grade equivalent in formal education and are free from serious limitations that will prevent them from succeeding in a job. Generally, they are first offenders who have committed minor crimes.

Table 1 also indicates where vocational education opportunities are provided among Ohio correctional institutions. All of the adult correctional institutions offered at least two vocational programs. The number of vocational teachers per institution ranged from two to twelve, due in a large measure to the space which had been available for classroom and shops.[11]

Only four of the nine juvenile institutions had one or more vocational teachers. This was due in part to the small enrollment of some of them.

The ratios of vocational teachers to total instructional population is shown in the last column "Ratio of Teachers to Inmates". These extremely high ratios emphasize the lack of opportunity of inmates to secure vocational education and the disparity among institutions.

Table 1

Number of Inmates, Vocational Teachers and Ratio of Teachers to Inmates, by Institutions in Ohio

	Number of Inmates	Number of Vocational Teachers	Ratio of Teachers To Inmates
Adult Correctional Institutions[1]			
Ohio State Reformatory - Mansfield	2,500	11	1:227
Lebanon Correctional Institution	2,200	9	1:244
Southern Ohio Correctional - Lucasville	2,400	3	1:800
London Correctional Institution	2,000	5	1:400
Chillicothe Correctional Institution	2,000	6	1:333
Marion Correctional Facility	1,700	12	1:142
Ohio Reformatory - Women's - Marysville	800	3	1:266
Southeastern Ohio Training Center	800	2	1:400
Total	14,400	51	1:283
Juvenile Institutions[2]			
Buckeye Youth	246	3	1:82
Cuyahoga Hills Boys School	228	0	--
Indian River School	182	4	1:45
Maumee Youth Camp	129	0	--
Mohican Youth Camp	131	0	--
Riverview School	148	0	--
Scioto Village	123	3	1:41
Training Center for Youth	121	0	--
Training Institution Central Ohio	203	5	1:41
Total	1,511	16	1:94

[1]Estimated Annual Average Enrollments - Rex Zent, Administrator of Educational Services (1982 data)

[2]Ohio Youth Commission Progress Report 1979-1980.

Table 2 shows the numbers of inmates who earned various types of educational certificates in 1982. It also provides a comparison of those completing vocational certificates and those awarded in other areas. The 645 inmates completing vocational certificates during the year of the 14,400 total indicates how few are benefiting from vocational education.

Table 2

Educational Certificates Awarded in Ohio Adult Correctional Institutions

July 1, 1981 to June 30, 1982

Institution	High School Equivalency	High School Diploma	Vocational Certificate	College Level Certificate
Columbus Correctional Facility (CCF)	23	--	--	--
Chillicothe Correctional Institution (CCI)	99	--	81	12
Lebanon Correctional Institution (LECI)	417	48	164	43
London Correctional Institution (LOCI)	209	--	69	33
Marion Correctional Insitution (MCI)	124	--	146	--
Ohio Reformatory for Women, Marysville (ORW)	60	--	24	26
Ohio State Reformatory (OSR)	163	34	120	11
Southern Ohio Correctional Facility, Lucasville (SOCF)	88	7	41	27
Southeastern Ohio Training Center (SOTC)	94	--	--	--
Totals	1,277	89	645	152
Total of all certificates				2,163
Percent of Total	59%	4%	30%	7%

Source: Educational Services Annual Report FY 82
Ohio Department of Rehabilitation and Correction

Vocational Education for Juveniles

Opportunities for juvenile offenders for vocational education are more limited than for adult offenders. Of the nine institutions presently organized to care for juvenile offenders only four offer vocational education programs. These four institutions are Buckeye Youth Center, Columbus; Training Institution of Central Ohio, Columbus; Indian River School, Massillon; and Scioto Village at Powell. Programs offered include graphic arts, automotive repair, cosmetology, food service, building maintenance, auto body repair and motel maintenance.[12]

In 1980 there was an average population of 1,718 youths in institutions and 485 in community programs for rehabilitation of youth. The after-care or parole population was 3,133 youths.

One of the changes that took place in 1980 was that of placing more juveniles in the custody of the courts in their home counties. The State Controlling Board authorized 7.7 million dollars to be made available to all counties in the state to reduce commitments to the Ohio Youth Commission*. The Department of Youth Services feels that it cannot justify the building of additional facilities, nor can they justify the institutionalization of youth who would benefit more from a community corrections program.

Several characteristics of the juvenile offenders of Ohio have implications for their education. In terms of age, of a total population of 3,592, 3,009 were age 15, 16, or 17 years. Only 97 were 18 years and above. In terms of grades completed, there were 61.5% of the boys who had completed only the 8th or 9th grade and only 14.1% had completed the 10th. The data concerning the girls were similar.

Most juveniles had no previous work experience. Only 1% of the boys were working full time when they were committed and 2.3% were working part time. Of the girls, .4% were working full time and 1.9% were working part time. A minority of these juveniles were living with their parents; 31.5% of boys and 22.4% of girls lived with both parents.

*Title changed by House Bill 440 to Department of Youth Services in November, 1981.

The average stay in the institution also has an influence on the education of these juveniles. The males' average stay in the institution in 1980 was 6.56 months while the females' was 5.09 months.

Another factor was the average length of stay in after care which might represent a time when they would be able to take vocational education programs in their own home communities. A total of 747 juveniles in 1980 were enrolled in after care in their own communities.

The rate of returns to the Ohio Youth Commission in 1980 was 25% which indicated that a surprisingly high percent of offenders again became involved with the law upon their release.

The Department of Youth Services, formerly known as the Ohio Youth Commission, is responsible for delinquent youth in Ohio. Currently there are nine institutions, each of which has a school that is accredited, chartered and evaluated annually by the Ohio Department of Education. Thus, students can return to their home schools upon release and retain the school credits earned while they were incarcerated.

One far reaching change in juvenile care in Ohio is that juvenile judges now have the authority to place offenders either in local centers or in state institutions. The number of juvenile offenders is increasing rapidly but many remain in their home counties. House Bill 440 which took effect in January of 1982, set minimum terms for juvenile offenders which may result in longer terms for some juveniles. Juveniles who commit felonies such as homicides and serious crimes on persons must serve twelve months or more or up to age 21. Juveniles who commit felonies 3 and 4, which include less serious crimes such as vandalism, burglary and car theft must serve six months or more.

Vocational programs in juvenile institutions in Ohio are evaluated annually by the Supervisor of Special Needs in the Division of Vocational Education. This year's evaluation listed certain problems that are common to all of the four institutions which had vocational programs.

The problems identified included the extensive need for individualized instruction to serve the rapidly changing membership of the class. Class assignments were difficult

to design and most instruction had to be of an individual nature. There was apparently a need for improved classroom management, and the lack of student handbooks in vocational education was noted. As with the adult vocational teachers, neither advisory committees nor craft committees were being used. The budgets were under funded and there was a lack of involvement in the development of the budget by the vocational teachers.

The short stay of students was noted as a serious problem, causing many students to be unable to complete their programs. Some of the offerings were described as being inadequate in serving youth in such short periods of time.

Vocational Education for Women

Vocational education prepares few women offenders for jobs in Ohio. The Ohio Reformatory for Women at Marysville has only three vocational teachers and of a total cumulative education enrollment of 1,019 only 81 were enrolled in vocational classes in 1982. By way of comparison, 657 enrollments were reported in adult basic education.

Women offenders in most states, as in Ohio, do not have equal access to vocational education. The smaller number of women offenders is usually given as the reason. This situation has given rise to law suits such as in Michigan where it was ruled that women must have equal access. Most states have not only a small number of vocational offerings for women but these offerings are usually in low paying occupations as secretarial work, cosmetology, and needlework. While home economics courses are often offered, they deal with consumer and homemaking rather than with preparation for gainful work. Many women offenders have children to support and so they need education for homemaking as well as making a living. Few are likely to return to a family situation in which another person will be the breadwinner.

One parole officer makes some points on education for female offenders. He says:

> The thing that appalls me is how little opportunity for vocational education women are afforded in Ohio. The assumption seems to be that these people are all going to be housewives when they get out so we'll give them a little home economics, but actually they're going to have to be out there supporting their kids.

> The kinds of courses we've made available in the past at Marysville like cosmetology, sewing, making clothes, and hairdressing are sex stereotypes. Women are really making great progress in the high tech software business.
>
> Parole officers are more likely to allow women to be on welfare or to stay at home than men. To that extent our staff represents the rest of the culture as we foster sex stereotyping.
>
> Some desirable components of a pilot program which would help women to get in the work force would involve the employer or the program having some capacity to provide day care services. With any program involving parolees, male or female, the one issue you've got to address right away is here's a person coming out of the institution with virtually no resources and a need to pay for room, board and basic survival needs. Any program that doesn't include some kind of stipend in the way of dealing with those survival needs is going to fall short for the parolee.

The superintendent and the principal at the Ohio Women's Reformatory see the need for expanding vocational offerings but they have not succeeded in doing so due to a period of shrinking budgets. There exists the problem of space for added classrooms, shops and laboratories. Present programs operate in cramped facilities and there is no room for additional programs.

Assessing Vocational Education in Ohio Correctional Institutions

Although no national plan for accrediting programs of vocational education in correctional institutions has been generally adopted, standards for such programs have been developed. Those standards provide a useful framework for evaluating programs in the various institutions of the state. They were first used by the State Department of Education in Ohio in their 1982 evaluations. Developed by The National Center for Research in Vocational Education in 1977,[13] these standards are used here as a framework assessing Ohio's program of vocational education in correctional institutions.

National Standards

A brief description of these standards is given below:

1) Curriculum and Instruction including objectives, admission criteria, instructional methods and learning resources.

2) Student Services which considers guidance and counseling, student evaluation, credentialing and follow-up.

3) Staff Development which includes selection and preparation, salary and promotion, professional growth, business and industry and staff evaluation.

4) Organization and Administration which considers philosophy and purpose, advisory boards, committees, policies and procedures, financial policies, community relations, planning and research, and evaluation.

5) Physical Plant, Equipment and Supplies including operational and maintenance plans, short and long-range planning, and safety and health conditions.

Several types of evidence and information are used in this section of the study. Included are: (1) observations from the author's on site visits to Ohio correctional institutions, (2) selected data from a questionnaire study involving 17 corrections education administrators and 10 vocational teachers, (3) group interviews with 10 vocational teachers, (4) informal individual interviews with 12 corrections education administrators and (5) tape recorded interviews with state and local corrections officials.

Curriculum and Instruction

The ten most popular vocational programs in 1982 in terms of certificates awarded were welding, 86; data processing, 58; masonry, 57; building maintenance, 56; auto mechanics, 47; food service, 42; auto body repair, 41; graphic arts, 36; carpentry, 36; and meat cutting, 34. Some of the smallest enrollments were in tailoring with 8; machine operator with 5; and cosmetology with 12.

The question whether appropriate vocational programs were being offered was raised with teachers and principals. Both groups agreed that a wider choice of vocational programs should be offered. A teacher from Marion Correctional Institute stated it this way: "A statewide advisory committee is needed to get feedback on what trades are needed and should be taught."

Job Readiness

One of the bright spots in correctional education has been the institution of a program called "job readiness". This program, which has been supported by annual

federal grants in the amount of $198,888 in adult corrections, has provided a program of orientation for all inmates prior to their re-entry into society. This program includes re-orientation of values, hands on instruction in preparing resumes, searching for work, establishing credit, starting bank accounts and other factors that are necessary to the life of a productive citizen. These programs are of short duration, usually 4 to 8 weeks, but are very practical. Local employers, social workers, teachers and others bring realism to these classrooms. Special teachers have been employed; they are provided with study materials and teaching aids. Job readiness programs are also provided by parole officers.

Instructional Methods

Observations of some 25 teachers in their classrooms suggest that they were enthusiastically dedicated to their work. They seemed to find satisfaction in the changes that they were able to bring about in their students. These teachers appeared to be well grounded in their fields and they could demonstrate to students such operations as welding, masonry, or wiring a building. They were skilled in teaching on an individualized basis. The fact that each day and each week brings new students into their classes means that these teachers must depend upon individualized instruction and maintain records of each student. This was well done by the teachers observed.

Related instruction in the classroom in most cases was fairly effective; most teachers did their best work in the laboratory where they worked with students on a one to one basis. Their use of supplemental teaching materials in the classroom was limited and they emphasized lecturing rather than discussion.

The supply of books and teaching aids such as films and other materials was limited. The shops generally were well kept. In most cases tools were adequate; supplies were short in a few cases. In too many cases obsolete equipment was being used, but much of the equipment was of recent enough vintage to provide for useful instruction.

Teachers made few references to the world outside the prison walls. Many did not make use of advisory and craft committees.

Improving Instruction

When teachers were asked to rank their needs for further improvement in instruction, they rated the three highest needs as (1) improving my record keeping and reporting, (2) improving the quality of my teaching in the laboratory, and (3) improving the quality of my teaching of related material. Items which received the lowest ratings in terms of need for improvement were use of team teaching, individual career counseling, and assistance in career placement.

Principals rated among the highest items more diagnostic testing, more work experience coordinated with Ohio prison industries or other institutional employment, and more use of individualized teaching.

The classroom teaching observed was generally strongly teacher controlled and closely oriented to technical details. Some classrooms were almost devoid of learning resources beyond a few reference books, while others had projectors, charts and teaching aids. It appeared that the instructors were more at home in the laboratory teaching students on an individual basis than with a group of students in the classroom. When asked whether they had sufficient books and related materials, only 38% of principals believed they had sufficient books and only 25% of principals believed their teachers had enough other learning resources and teaching materials.

Vocational Students

In regard to educational profiles of adult inmates, the following generalizations have been made by Rex Zent, Superintendent of Adult Correctional Education in Ohio:

1) Approximately 75% of Ohio inmates have not completed high school.

2) The average grade levels of inmates range from 6.0 to 7.0 or approximately 3 grade levels below the last year of required school age.

3) About 80% of Ohio inmates range from 18 to 40 years of age. Fifty percent (50%) are below 25 years of age.

4) The I.Q. range for Ohio inmates follows a normal curve with about 70% falling within the "average" range.

5) The average length of stay of those incarcerated is about 2 years; 98% will be released back into society.

6) Approximately 80% of Ohio inmates of correctional institutions enter without a salable skill or without sufficient job training to obtain a position.

Zent believes that over 10,000 of Ohio's offenders should be served by either adult basic education or vocational training leading to increased salable skills.

Admission to Vocational Classes

The major requirements for admission to a vocational program in an Ohio Correctional Institution are that the inmate must have an interest in the program and have completed the 8th grade of formal schooling. Under present conditions there are many more students than places for them in vocational classes; however, if more vocational education classes were offered consideration might well be given to those who have not completed the 8th grade but who will need jobs upon their release.

Guidance and Counseling

It appears that students generally received adequate guidance and counseling for placement in an appropriate vocational area. This was especially evident in the juvenile institutions. Qualified guidance counselors assisted all inmates from the time of entry. In almost all cases a committee reviewed the students' records, had interviews with the students, explained what vocational programs were available, and developed a recommended program for each student. This included not only a program of vocational education but all other aspects of instruction as well.

The principals in Ohio Adult Correctional Institutions gave six reasons why more inmates were not enrolled in vocational education, ranked in this order: (1) Lack of career guidance, (2) the inmates are underqualified - did not have 8th grade equivalent, (3) security reasons, (4) lack of interest on the part of inmates, (5) some inmates were over-qualified, and (6) inmates were not aware of vocational programs.

Job Placement upon Release

It appeared that vocational teachers did not feel that guidance and counseling for job placement were a part of their responsibility. While it is true that each student had the services of trained guidance personnel, there is an important component which the vocational teacher can provide. Several mentioned that placement is the problem of the parole officer or that guidance people might perform this function. When asked about possible contacts with the families of inmates who might help the vocational student find work upon his release, several teachers said that they preferred to have as little contact as possible with the families of inmates and with visitors in general.

Vocational Staff

The staff considered in this review includes vocational teachers, supervisors, local principals, as well as administrators in the Central Office of Corrections.

One is impressed by the skill and dedication of the teachers of vocational education in both the adult and juvenile corrections institutions. These teachers seem to be mature, capable and dedicated individuals who were realistic in terms of their appreciation of the students and who were experienced in the vocation which they were teaching. They compare favorably with vocational teachers in Ohio public schools. The administrators, including the superintendents, were pleased with the professional growth that their teachers were making and particularly with the supervision and instruction which they received from the State Department and the University.

The ten teachers who participated in the group interview averaged 57.3 years of age, a majority held a four-year teaching certificate, they had had 13 years of trade experience prior to teaching and averaged 12.9 years in their current institution. It had been twelve years since most of them had had prior experience at their trade before entering teaching.

When teachers were asked what problem they thought most important to the success of their vocational programs, they ranked updating their technical skills first and, second, providing additional funding for vocational programs.

Teacher Preparation

Teacher education for vocational teachers in Ohio correctional institutions follows the same pattern as for vocational teachers in the public schools. Nearly all of these teachers are in the trade and industrial area and have had seven or more years of experience at their trades. In order for them to be certified as teachers, they must complete the pre-service and in-service program as conducted by the teacher educators at The Ohio State University and the University of Cincinnati for industry recruited teachers. This includes workshops and bi-monthly on site supervisory visits over a two year period.

The teacher education program received high marks by principals and by the teachers. It was uniformly listed as one of the most effective aspects of the program by personnel in both adult and juvenile corrections.

One of the unique differences of vocational teachers in correctional institutions is that they are employed for twelve months each year. Several principals stated that most of their teachers could go to a nearby joint vocational school at an increase in salary but that they usually preferred working in their present situations.

In-service Education Problems

Several teachers commented on their need for more in-service technical education and their desire to take advantage of the technical training offered in the area. It should be noted that the policy in corrections education provides for a teacher to take professional leave and continue on salary for the time that he may be enrolled in a trade or professional course; however, his living expenses are not paid during this period.

Professional relationships between the state administration of the corrections department and the principals of each of the local institutions were observed to be friendly and productive. Likewise, relationships between the principals and the vocational teachers were commendable and indicated a mutual respect and a desirable coordinating relationship. There was no evidence in any of the visitations of bias or discrimination toward vocational teachers.

Teachers were appreciative and responded favorably to the supervision that was provided by the Division of Vocational Education of the State Department of Education.

When teachers were asked in the questionnaire to compare their effectiveness in various areas, they listed among the lowest their assistance in career placements, their individual career counseling, and their coordination with other education programs in the institution.

In terms of student goals, the teachers listed as the most important goal securing employment in the student's trade and learning to work effectively in a group. At the bottom of the list, however, were the goals of finding and making friends, and continuing their formal education which might be an indication that these teachers' objectives were too much limited to their own fields.

Organization and Administration

Advisory Committees

Limited use of advisory boards and craft committees was made by these teachers and principals. The State Department of Education evaluations showed that advisory committees were used by very few principals and that the use of craft committees by teachers was the exception rather than the rule. When asked to indicate the importance of craft committees, teachers rated them tenth among thirteen items.

Budgeting Procedures

Budgets for vocational education were a problem both to teachers and to administrators. Principals of the adult correctional institutions said that the three most important resources needed for improving vocational education were: (1) more money for vocational programs, (2) added space and facilities, and (3) more teachers. All would require expanded budgets. They also said that replacing obsolete equipment and providing earlier information on funds available were particularly important to them.

Teachers in structured interviews rated the three most important constraints to their programs as: (1) updating their professional skills, (2) more funds for vocational programs, and (3) complying with state standards.

Limited budgets have recently prevented them from securing teaching materials such as lumber, paint, welding rod, and similar materials. They realize, too, that the overall budget for an institution necessarily must provide first for basics such as food, clothing and security for the inmates, and that after these needs were met, if a balance were available it might be used for education. They were critical of this budgeting procedure which gives education such a low priority and recognized it as a constraint to the success of their program.

The Role of the Superintendent of the Institution

The superintendent of the penal institution plays a very important role in determining support for vocational education programs. Decisions such as which programs to offer, how much is to be spent on these programs, how much equipment should be purchased and which classrooms should be used are made by the superintendent alone without consultation with a board of education as in the public schools.

These superintendents were generally good managers who looked upon management as one of their major functions. To this end they sought to achieve a desirable balance in their institutions between the care of the inmates, and education. Of course custody was given a first priority. These superintendents seemed to support vocational education because it helped to cut down on idleness and they recognized the difficulties with idleness.

Some shortcomings of vocational education stem from budget limitations and lack of knowledge in terms of knowing when funds would be available. A common difficulty was the low priority of all educational programs. If it became necessary to make budget cuts, education seemed to be the program which could be most easily reduced. This consideration suggests that communication with each institution must be made through the superintendent and they must be appraised of the urgency for new and more programs.

During informal conversations it developed that several of the superintendents had never visited a modern vocational school. The press of their many duties easily explains this, but with joint vocational schools so accessible it would seem desirable

that special efforts should be made to arrange for such visits. An organized tour of such facilities might accomplish some important understandings on the part of these administrators.

Both visits and the group interviews with principals and teachers indicated that personal and professional relationships between vocational educators and supervisors as well as state officials in corrections education and with local administrators and teachers were very good. There seemed to be an attitude of mutual respect and cooperation in all cases.

Community Relations

There was little evidence of interest on the part of vocational teachers in maintaining relations with the community in which the institution was located. Some administrators gave the impression that they preferred not to be involved with the community and most teachers also seemed to feel that persons in their local communities involved in business management and labor preferred not to associate with personnel from correctional institutions.

On the other hand, there were a few examples of effective cooperative programs where vocational students were placed in fast food establishments for the purpose of gaining work experience. These students were carefully selected and apparently did their jobs well. Some of these programs in the Columbus area have been in successful operation for several years. There is also some use made of community volunteers in the juvenile institutions in the Columbus area.

Physical Plant, Equipment and Supplies

The writer's observations indicated that many of the classrooms and laboratories were of adequate size, neatly kept, but were often minimally equipped. There were examples of obsolete equipment which should be replaced. This was particularly true in the print shop in one of the juvenile institutions. This equipment was at least 25 years out of date. The teachers were very much aware of the need for additional equipment and supplies and listed that among the important problems which faced them.

One gets an overall impression upon visiting the vocational programs that they represent an improvised addition to an institutional effort. Classrooms are often improvised from garages, storage rooms and similar facilities. Likewise, the equipment sometimes includes odds and ends of old tools and supplies which are on hand. This is not surprising for approved vocational education programs are less than ten years old. The time seems to have arrived, however, when proper facilities for vocational programs should be included by the architects when planning new facilities. Likewise, tools and equipment should be updated so that students can learn job skills in an area in which they can develop pride in their work and learn to work in a facility comparable to that in which they may later be employed.

Future Directions for Vocational Education in Correctional Institutions

New demands for vocational education as a means of meeting some of the problems of Ohio's rising crime rate can be expected during the next five years. A part of the demand may be in the form of more offerings in basic and vocational education similar to those programs now in place in Ohio adult and juvenile institutions.

Vocational education will also be looked to by some as a means of crime prevention. The reasoning here is that communities which offer vocational education will have fewer early leavers from school who may then become delinquent. The other outcome is that students who have a salable skill are less likely to become law breakers.

Decarceration and Probation

A new need for vocational education will probably arise as decarceration and probation come into greater use by Ohio courts. Such a trend is now apparent especially in the sentencing of juveniles. Table 3 shows some of the current trends in the sentencing of juvenile offenders. At present, only 8.5% of those appearing before Ohio Juvenile Courts are sentenced to the Department of Youth Services for incarceration. On the other hand, 28% are sentenced to non-court supervision and 24% to probation. This means that 12 times as many juvenile offenders remain in their home communities as are committed to a Youth Services correctional institution. The large numbers of juvenile offenders under court supervision in their home communities make it feasible

to provide special vocational education classes for them, utilizing staff and facilities already in place. Separate classes will probably be required for juvenile and adult offenders. Certainly the cost of providing vocational education as a part of a plan of rehabilitation of offenders in their home communities will be much less than that of incarceration.

Table 3

Disposition of Ohio Juvenile Cases in 1981

Disposition	Female	Male	Total
Dismissed	1,774	8,465	10,239
Non Court Supervision	4,060	17,548	21,608
Probation	2,461	16,379	18,840
Detention	192	1,279	1,471
O.Y.C. Commitment	549	6,043	6,592
Other Agency	641	2,492	3,133
Bind Over	17	423	440
All Other	1,820	8,810	10,630
Total	11,514	61,439	72,953

Ohio Juvenile Court Statistics 1981, p. 66
Department of Youth Services
Columbus, Ohio

Vocational Education for Parolees

It appears that even with the move toward mandatory sentencing more offenders must be placed on parole. Community based vocational education of some type will probably become an important service to many parolees. After all, only a minority of them will have been able to prepare for jobs during their incarceration.

Finding a Job Upon Release

The adult and juvenile offender have always had difficulty in finding a job upon release. The stigma of jail prevents many employers from making use of competent individuals who had records. This problem of finding a job for the parolee is even

greater in a period of high unemployment. Part of this unemployment is structural unemployment due to new technology which has eliminated certain jobs, which suggests that job training for parolees must be planned with a sharp eye on the local labor market.

Summary

Vocational education for Ohio offenders may well take several new directions during the next five years because of changes in ways of dealing with offenders during the period of limited financial resources. The best solution seems to be in a strategy which calls for the use of vocational education at those times and places where it can be most effective.

Vocational education can seek to identify potential delinquents early -- while they are still in school. Special programs can be offered to prevent delinquency.

Vocational education can be offered to a larger number of offenders in the institutions where they are serving their sentences and in their local communities during a probationary or parole period. A good start has been made but all too few now receive training for jobs as is evidenced by the following data which were available in June, 1983, after the study was completed.

SOME PERTINENT DATA

Adult Population

Vocational certificates awarded - 645

Adult Males - 51 teachers for 17,065 incarcerated

Adult Females - 3 teachers for 979 incarcerated

Juvenile Population

15 teachers for 1,823 incarcerated

4 of 9 Juvenile Institutions have limited vocational programs; the others have none.

Twelve times as many juvenile offenders are in communities under the direction of the local justice system as there are in correctional institutions.

Recommendations

The following recommendations, which are based on the findings in the research, should be pursued in a coordinated and cooperative effort by all of the agencies and organizations involved.

The Department of Youth Services and the Department of Rehabilitation and Adult Correction should:

1. Develop realistic projection plans and goals for an expanded program of vocational education for juveniles, adult females and males for the next five years. Such plans should include expanding present institutional programs and facilities, new programs for community based probation and corrections, and the use of vocational education as a part of the parole system.

2. Develop a budgeting process based upon unit funding which will lend stability and status to vocational education for rehabilitation and development.

3. Replace obsolete equipment and provide more instructional materials for use in the laboratories and classrooms.

4. Organize and use a state advisory committee on employment opportunities in various occupations for released offenders.

The Institutional Superintendent, Principal and the Teachers in each Adult and Juvenile Correctional Facility should:

1. Develop greater coordination of vocational teachers and the total program of the institution so that individual inmates are prepared for successful re-integration into society. Vocational education cannot be compartmentalized nor can the teachers be segregated from the other concerns of the institution and the immediate community.

2. Organize a continuing long-range vocational planning and evaluative process in each institution involving every vocational teacher. Such a process must operate on a regular basis throughout the year and over a period of years for the development of professional and technical competence.

3. Plan individual work programs within the institution for students which add to their vocational skills an appreciation of work as an important part of living.

4. Counsel with each individual student on his possible job placement upon parole or probation and upon release.

The Division of Vocational Education should:

1. Continue to assist administrators of all correctional institutions in greatly increasing the number of inmates who are prepared for jobs, as a part of their total rehabilitation during their incarceration. This includes financial support, aid in planning new facilities, supervision of teachers and leadership advice in developing innovative programs in correctional institutions and local, city and JVS schools.

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